

Message Text

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C O N F I D E N T I A L TOKYO 11467

FOR EA/EX, EA/J AND OES

E.O. 11652: GDS

TAGS: AFSP, JA

SUBJECT: INTEGRATION OF SCIENCE FUNCTIONS

REF: TOKYO 1741

1. IN REFTEL PARA 4(E) THE EMBASSY URGED THE CONSOLIDATION OF THE "SCIENCE CLUSTER" TO PERMIT MORE COMPREHENSIVE COVERAGE OF SCIENTIFIC AND TECHNOLOGICAL DEVELOPMENTS IN JAPAN. THIS MESSAGE RECOMMENDS A PROPOSAL TO THAT END FOR THE CONSIDERATION OF THE DEPARTMENT AND AGENCIES CONCERNED.

BACKGROUND

2. THERE ARE FEW AREAS IN WHICH THE RANGE OF U.S. ACTIVE INTEREST AND INVOLVEMENT, BOTH IN THE GOVERNMENTAL AND PRIVATE SECTORS, HAVE EXPANDED SO RAPIDLY DURING THE LAST 15 YEARS AS IN THE FIELD OF SCIENCE AND TECHNOLOGY. INDEED, THE BREADTH AND INTENSITY OF OUR SCIENTIFIC AND TECHNOLOGICAL RELATIONS WITH JAPAN ALREADY MAY BE UNEQUALED IN OUR RELATIONS WITH ANY OTHER COUNTRY. FURTHER, THESE RELATIONS NOT ONLY ARE CONTINUING TO EXPAND QUANTITATIVELY BUT ARE GROWING IN QUALITATIVE SIGNIFICANCE FOR MAJOR U.S. POLICY INTERESTS NOT ONLY IN THE ECONOMIC/COMMERCIAL AREA BUT IN THE POLITICAL AND MILITARY AREAS AS WELL. FINALLY, ALTHOUGH

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UNTIL RECENTLY THE FLOW OF SCIENTIFIC AND TECHNOLOGICAL

INFORMATION WAS PRIMARILY FROM THE U.S. TO JAPAN, A POTENTIAL NOW EXISTS FOR A REVERSE FLOW WHICH WE BELIEVE WILL BE OF SUBSTANTIAL IMPORTANCE TO BOTH BASIC AND APPLIED SCIENCE IN THE UNITED STATES.

3. DESPITE THE EXTENT AND IMPORTANCE OF THIS RELATIONSHIP AND THE MAGNITUDE AND POTENTIAL SIGNIFICANCE OF JAPANESE SCIENTIFIC AND TECHNOLOGICAL ACTIVITY, THE MISSION IS NOT NOW IN A POSITION TO DO AS MUCH AS IT WOULD WISH IN FACILITATING AND MANAGING U.S.-JAPAN SCIENTIFIC AND TECHNOLOGICAL RELATIONS. THE TOTAL RESOURCES AVAILABLE FOR THIS PURPOSE ARE DESCRIBED IN REFTEL PARA 4(E). AS NOTED THERE, "ONLY THE STATE COMPONENT (THE OFFICE OF THE SCIENCE COUNSELOR) IS RESPONSIBLE FOR THE FULL SPECTRUM OF /U.S. SCIENTIFIC AND TECHNOLOGICAL/ INTERESTS BUT WITH A STAFF CLEARLY INADEQUATE TO THE TASK". THE OTHER ATTACHED S&T AGENCIES ARE ASSIGNED RELATIVELY NARROW RESPONSIBILITIES AND TWO OF THESE AGENCIES (NSF AND ONR) ARE NOT REQUIRED TO REPORT S&T DEVELOPMENTS ON A CURRENT BASIS. SUPPORT STAFF FOR THE FOUR COMPONENTS (ERDA, NSF, AND ONR IN ADDITION TO THE OFFICE OF THE SCIENCE COUNSELOR) ARE UNEVEN, LEADING TO WIDELY DISPARATE WORKLOADS AMONG BOTH PROFESSIONAL AND ADMINISTRATIVE PERSONNEL.

4. IN THE AGGREGATE, THE MISSION'S TOTAL RESOURCES FOR REPORTING, REPRESENTATION AND NEGOTIATION IN THE S&T AREA ARE SUBSTANTIAL. AS PRESENTLY ORGANIZED, HOWEVER, THESE RESOURCES CANNOT BE USED WITH MAXIMUM EFFICIENCY AND EFFECT. RELATIONS BETWEEN THE SCIENCE OFFICE AND THE ATTACHED AGENCIES HAVE BEEN GOOD, BUT COOPERATION IN DISCHARGING ASSIGNMENTS AND SHARING RESOURCES NECESSARILY HAS BEEN SPORADIC, CASUAL AND DEPENDENT UPON AD HOC AND ESSENTIALLY FRAGILE ARRANGEMENTS CONTINGENT PRIMARILY ON GOOD WILL. THE OBVIOUS ANSWER IS TO DEVELOP AN INTEGRATED SCIENTIFIC AND TECHNOLOGICAL UNIT, SHARING BOTH RESPONSIBILITIES AND RESOURCES AND CAPABLE OF A COORDINATED EFFORT TO SERVE U.S. INTERESTS IN THE FIELD OF SCIENCE AND TECHNOLOGY.

PROPOSED REORGANIZATION

5. THE EMBASSY, IN ACCORDANCE WITH THE REQUIREMENT OF THE CONFIDENTIAL

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PRESIDENTIAL DIRECTIVE TO ENSURE THAT ALL U.S. ACTIVITIES "ARE EFFICIENTLY AND ECONOMICALLY ADMINISTERED, AND ARE EFFECTIVELY INTER-RELATED SO THAT THEY WILL MAKE A MAXIMUM CONTRIBUTION TO U.S. INTERESTS", PROPOSES: THAT ALL OF THE PRESENTLY SEPARATE S&T ELEMENTS BE COMBINED INTO A SINGLE SCIENCE AND TECHNOLOGY SECTION, HEADED BY THE COUNSELOR FOR SCIENTIFIC AND TECHNOLOGICAL AFFAIRS WHO WOULD BE RESPONSIBLE, UNDER THE AMBASSADOR AND THROUGH THE DCM, FOR GENERAL

SUPERVISION AND POLICY GUIDANCE. REPORTING TO HIM WOULD BE THE HEADS OF THE THREE ATTACHED AGENCY OFFICES WHO WOULD BE UNIFORMLY DESIGNATED AS SUCH WITH THE IDENTIFICATION OF THEIR PARENT AGENCIES (E.G., "DIRECTOR, NSF OFFICE"). EACH OFFICE DIRECTOR WOULD BE GIVEN THE RANK OF ATTACHE. THE COUNSELOR WOULD NOT HAVE A DEPUTY AND WOULD CALL UPON ONE OR ANOTHER OF THE OFFICE DIRECTORS TO ACT FOR HIM AS SECTION CHIEF IN HIS ABSENCE. THE SCIENCE COUNSELOR WOULD BE ASSIGNED A PERMANENT ASSISTANT IN LIEU OF THE PRESENT ROTATIONAL POSITION; THIS POSITION WOULD BE ADDED BY THE DEPARTMENT AS A PLACE TO TRAIN PROMISING OFFICERS FOR FUTURE SCIENTIFIC COUNSELOR OR ATTACHE ASSIGNMENTS AT THIS OR OTHER POSTS. THE ASSISTANT TO THE COUNSELOR, AS A STATE DEPARTMENT EMPLOYEE, WOULD HAVE APPROPRIATE DIPLOMATIC TITLE AND RANK.

6. PARENT AGENCY TASKING WOULD FLOW THROUGH THE COUNSELOR BUT NORMALLY WOULD BE HANDLED BY RELEVANT OFFICE DIRECTOR. WORKLOADS PERMITTING, THE COUNSELOR WOULD HAVE THE AUTHORITY TO ASSIGN ADDITIONAL REPRESENTATIONAL, NEGOTIATING, OR REPORTING DUTIES TO THE INDIVIDUAL OFFICES OUTSIDE THEIR AREAS OF PRIMARY RESPONSIBILITY. SUCH ASSIGNMENTS WOULD BE DESIGNED TO TAKE MAXIMUM ADVANTAGE OF THE TECHNICAL BACKGROUND, EXPERTISE, AND PROFESSIONAL INTERESTS OF THE INDIVIDUAL SCIENTISTS AND ENGINEERS INVOLVED.

7. ADMINISTRATIVE SUPPORT WOULD BE MANAGED BY THE OFFICE DIRECTORS AND SCIENCE COUNSELOR ACTING IN CONCERT TO ASSIGN SECRETARIES AND INTERPRETERS/TRANSLATORS TO JOBS DEPENDING ON RELATIVE PRIORITIES AND INDIVIDUAL WORKLOADS OR CAPACITIES. TO INCREASE OVERALL EFFICIENCY, ONE AMERICAN SECRETARY WOULD ESTABLISH AND MAINTAIN A CENTRAL FILING SYSTEM FOR THE ENTIRE SECTION, INCLUDING A CLASSIFIED SUBSYSTEM. CURRENT DUPLICATION OF FILED MATERIAL (MUCH CABLE TRAFFIC AND OTHER DOCUMENTS

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ARE NOW FILED BY ALL FOUR GROUPS) WOULD BE ELIMINATED, WITH A CONSEQUENT SAVING OF FILE SPACE, FILING TIME, AND CENTRAL RECORDS AND COMMUNICATIONS TIME. IT IS POSSIBLE THAT ONE LOCAL SECRETARIAL POSITION CAN BE ELIMINATED BY THE SAVINGS EFFECTED IN THE DOCUMENT FILING AND HANDLING OPERATION ALONE. IT IS ALSO POSSIBLE THAT CENTRALIZED HANDLING OF TELEPHONE CALLS AND APPOINTMENTS COULD RESULT IN FURTHER MANPOWER SAVINGS. WE ALSO BELIEVE, SUBJECT TO CONFIRMATION THROUGH ACTUAL EXPERIENCE, THAT ONE INTERPRETER/TRANSLATOR POSITION COULD BE ELIMINATED, ALTHOUGH THE HOPED-FOR INCREASED PERFORMANCE OF SOME OF THE PROFESSIONALS MAY REQUIRE SUFFICIENT ADDITIONAL TRANSLATION/INTERPRETATION SERVICES SO AS TO MAKE ELIMINATION OF THE POSITION INFEASIBLE. CONSOLIDATION OF ADMINISTRATIVE SUPPORT WOULD BE FACILITATED BY FACT THAT ALL SCIENCE OFFICES WILL BE CONTIGUOUS IN NEW EMBASSY CHANCERY.

8. THE COST OF THE EMBASSY'S ADMINISTRATIVE SUPPORT TO THE ATTACHED AGENCIES CURRENTLY IS REIMBURSED BY THE AGENCIES TO THE DEPARTMENT IN ACCORDANCE WITH THE PROCEDURES OF THE FOREIGN AFFAIRS ADMINISTRATIVE SUPPORT (FAAS) SYSTEM. IF THE REORGANIZATION PROPOSAL OUTLINED HERE IS PUT INTO EFFECT, WE PROPOSE THAT THE DEPARTMENT SEEK WAYS TO REDUCE REIMBURSEMENT OF EMBASSY COSTS FOR ATTACHED SCIENCE GROUPS TO THE EXTENT THAT THESE GROUPS SHARE IN DISCHARGING EMBASSY (AND HENCE USG) WORKLOAD. THE DEGREE OF WORK SHARING CAN BE ESTIMATED PERIODICALLY BY THE SCICOUNS IN CONSULTATION WITH ATTACHED GROUPS ONCE CONSOLIDATION HAS TAKEN PLACE.

9. UNDER THIS PROPOSAL THE ATTACHED S&T AGENCIES WOULD RETAIN THEIR SEPARATE IDENTITIES WITHIN THE MISSION. ALTHOUGH WE BELIEVE THIS WOULD NOT POSE AN OBSTACLE TO AN INTEGRATED OPERATION, ORGANIZATIONALLY IT MIGHT BE PREFERABLE, IF POSSIBLE, FOR CAREER EMPLOYEES OF THE PARENT AGENCIES TO BE DETAILED TO THE STATE DEPARTMENT (PERHAPS AS FSR'S) FOR ASSIGNMENT TO THE MISSION. (ONE ADVANTAGE OF SUCH AN ARRANGEMENT WOULD BE TO PROVIDE UNIFORM ALLOWANCES AND PERQUISITES, WHICH IS NOT NOW THE CASE BETWEEN THE SEVERAL S&T AGENCIES REPRESENTED IN THE MISSION.) THE DEPARTMENT MAY WISH TO EXPLORE THIS POSSIBILITY WITH THE AGENCIES CONCERNED OR MAY SUGGEST OTHER ALTERNATIVES BASED ON THE EXPERIENCE OF OTHER POSTS.

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10. CONCLUSION
WE BELIEVE THAT THE INTEGRATION OF THE SCIENCE FUNCTIONS OF THE EMBASSY WILL LEAD TO A STRONG AND EFFECTIVE ORGANIZATION BEFITTING THE S&T RELATIONSHIP BETWEEN THE U.S. AND JAPAN. THE ATTACHED AGENCIES WILL NOT LOSE THEIR IDENTITIES AND WILL BENEFIT FROM BEING MORE CLOSELY INVOLVED IN THE EMBASSY'S REPRESENTATIONAL AND REPORTING ACTIVITIES. THE OVERALL COSTS TO THE GOVERNMENT WILL BE MINIMIZED AND SAVINGS TO THE INDIVIDUAL AGENCIES MAY RESULT.
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